

13 May 1959

MEMORANDUM FOR: Chief, Office of Training

VIA: Acting Chief, PP Staff  
[REDACTED] (DC/PRA/LAS Training  
Quarters Eye)

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SUBJECT: Improving Effectiveness Abroad

1. This memorandum expresses views and makes recommendations based on my experience in this matter and on developments in the Seminar completed 28 April 1959.

2. Discussions in the Seminar which covered a wide variety of activities, made it clear that the achievement of maximum improvement involved more than just a course or courses of specific training on this subject. The following recommendations are conclusions on some of the more important aspects of the problem.

3. It was generally accepted that selection is a highly significant (perhaps the most significant) factor in improving effectiveness abroad. The Seminar developed certain "qualifications" which made for greater effectiveness but recognized that more study was needed on this point.

It is therefore recommended that:

a. The A and E Staff undertake validation of criteria for assessing potential effectiveness abroad. The program should provide for incorporating identification of these factors in personnel records and for making this information available to career panels and other elements charged with selecting personnel for duty abroad. The first step would be to analyze the records of individuals who have been unusually effective and of those who have clearly been ineffective to determine if there is a satisfactory correlation between any characteristics now noted in personnel records and effectiveness or ineffectiveness. The analysis should take cognizance of the experience of other U. S. agencies on this matter as mentioned in a recent OCB publication as well as the views developed in the Seminar.

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b. Pending the analysis described above, the A and E Staff should prepare interim guidance for personnel Panels and others charged with selecting personnel for service abroad. This should describe the qualifications generally accepted as essential for effectiveness overseas and the indicators of those qualifications.

4. There was also general agreement that a great deal of training for duty abroad was inherent in our professional training but that the trainee was not always aware that he was receiving such training. It was also generally agreed that some general training (as distinguished from that applicable to a specific assignment in a given country) was required. It was also agreed that generally there must be a follow-up or review and augmentation of such training while the officer is abroad to facilitate application of his training to his specific job. Furthermore, it was confirmed that the needs of different categories of employees (operational, support, etc.) are somewhat different. Finally, it became clear that there would ordinarily not be any regular flow of a considerable number of trainees. Often the number involved would be 1 to 3. Based on such considerations, it is recommended that OTR draft a comprehensive program for training in "overseasmanship" covering and interrelating:

- a. Area training.
- b. Language training.
- c. General training for effectiveness abroad including incorporating as much "overseasmanship" as practicable in normal professional training.
- d. Training for effectiveness on a specific assignment abroad.
- e. Follow-up training during service abroad.

The proposed program should include designation of the element responsible for the training. For example, OTR should probably be responsible for a - c, Area Divisions for d, and Chiefs of Station for e. What ever the decision, responsibility should be made known in appropriate official documents and there should be provisions for checking up on discharging these responsibilities.

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3. It is felt that such a program should be developed in the following steps:

a. After an orientation of all key instructors on the fundamentals of "overseasmanship", all professional training should be reviewed to incorporate an optimum amount of overseasmanship clearly designated as such.<sup>1</sup> For example, case histories, scenarios, charts, and problem situations should be so selected and presented that they show the need to consider local practices, taboos, and value systems. Discussion should ensure that the trainee is aware of this aspect.

b. A comprehensive and continuous review of methods, materials, and concepts used by other U. S. agencies to ensure that there is coordination and mutual support wherever practicable. In fact, one of the basic principles in overseasmanship should be manifestation of mutual respect between U. S. elements abroad and avoidance of criticism of U. S. agencies by each other.

c. A session on preparation for duty abroad incorporated in the CSR course both to alert returnees to current doctrines and to secure the benefits of their experiences.

d. Comprehensive and continuous review of materials, useful for these purposes available at foreign embassies and to the extent practicable, of films, meetings, clubs, etc., with content important for these purposes. OTR publications could be used to disseminate information derived from this proposal and from c above.

6. Discussions in a small group established after the Seminar have indicated that a course of about 10 working days aimed at general preparation of relatively junior officers who are going on their first duty abroad would be useful and would fit into almost any general program eventually established. It is felt that such a course should embody the following concepts.

a. It should be general, i. e., not aimed at preparation for any specific country or area.

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1. This idea was proposed by a member of the OTR Staff.

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**b. It should give the class the contribution of the social science disciplines—not the content of those disciplines.**

**c. It should be pointed sharply at Agency duty abroad.**

**d. It should include specific reading and problem assignments and allow study time to complete them. There should be tests and other devices to ensure study and other preparation.**

**Such a course is now being formulated.**

**7. While there were differing opinions on the matter, there was considerable opinion that lists of "do and don't's" were a useful "prop" in preparation for overseas duty. Admitting that this kind of thing can be overdone, it is difficult to see why carefully prepared material of this sort is not better than leaving it all to the judgement of the trainee. Certainly experience with the small Army books on this subject has been favorable. It is, therefore, proposed that OIR should draft a policy on this matter. If a favorable decision results, OIR should survey US agency publications on this matter and prepare new ones only when gaps exist. In any event the practicability of an integrated US series should be examined to avoid needless duplication. In this connection, OIR should initiate the necessary intelligence requirements on the USIB or its agencies to fill any gaps it finds in our basic intelligence on cultural patterns.**

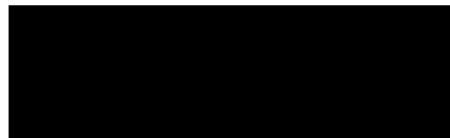
**8. In view of the small number of persons that may be involved in orientation for duty in certain areas and because it is not always possible to bring all persons requiring orientation to a class, it is suggested that OIR develop do-it-yourself orientation programs. This could be done by using as a basis, the lesson plans of the course currently being developed (paragraph 6 above) and those of area training courses. Bibliographies useful for this purpose, are available in several government agencies. Such programs could be reduced to kits and might well serve as a frame work for the supplementary and applicatory training after the officer arrives abroad. (Paragraph 4 above.)**

**9. There was unanimous agreement in the Seminar and by all who appeared before it, that dependents and support personnel could have a tremendous influence on the effectiveness of agency officers abroad. Accordingly, it is recommended that OIR invite the attention of Agency personnel authorities to**

these views with the objective of having dependents considered in the selection of all personnel for duty abroad and having such factors in mind in the hiring of support as well as operational personnel.

10. It is recommended that the A and E Staff in coordination with LAS Staff conduct a test or tests to see if in fact the findings of the language scientists can be used to make language instruction faster and more effective.

11. As soon as the main features of steps involved in paragraphs 2, 3, and 5 above are clarified, OPR should conduct a Seminar discussion of plans with Division and Staff Chiefs to insure coordinated understanding and mutual support.



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